DOCUMENT RESUME

ED 066 282 RC 006 408

TITLE	"The People Left Behind"--Fours Years Later. A Report on the Effectiveness of Implementation of the Recommendations of the Presidential Commission on Rural Poverty.
INSTITUTION	Economic Research Service (DOA), Washington, D.C.
PUB DATE	71
NOTE	66p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Agriculture; Community Action; *Economic Factors; *Educational Programs; Family Planning; Family Programs; *Government Role; Health Services; Housing; Manpower Utilization; Natural Resources; *Poverty Research; *Rural Areas

ABSTRACT

In 1967 the National Advisory Commission on Rural Poverty made a comprehensive study and appraisal of the economic situations and trends in American rural life; evaluated the means by which existing programs, policies, and activities relating to rural people might be coordinated or redirected; and developed recommendations for action by government at the local, state, or Federal level or by private enterprise as to the means of providing opportunities for the rural population. This report, 4 years later, describes the extent to which those recommendations have been implemented. The Economic Research Service of the U. S. Department of Agriculture conducted an investigation to determine what action, if any, had been taken to carry out the Commission's recommendations in the areas of creating a favorable economic environment; establishing national manpower policies and programs; improving rural education, health and medical care, family planning programs, welfare services, and rural housing; establishing area and regional development districts; fostering community organization; conserving and developing natural resources; adjusting production in agriculture, forestry, fisheries, and mining; and assisting in developing more effective government for rural opportunity. A related document is ED 016 543. (PS)

ED 066282

92d Congress
1st Session

COMMITTEE PRINT

"THE PEOPLE LEFT BEHIND"—FOUR YEARS LATER

A REPORT ON THE EFFECTIVENESS OF IMPLEMENTATION OF THE RECOMMENDATIONS OF THE PRESIDENTIAL COMMISSION ON RURAL POVERTY

PREPARED BY:
ECONOMIC RESEARCH SERVICE
U.S. DEPARTMENT OF AGRICULTURE

NOVEMBER 30, 1971

RECEIVED
SEP 15 1972
NMSU
E.R.I.C.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

Printed for the use of the Committee on Agriculture and Forestry

U.S. GOVERNMENT PRINTING OFFICE
70-170 WASHINGTON : 1971

RC 006408

COMMITTEE ON AGRICULTURE AND FORESTRY

HERMAN E. TALMADGE, GEORGIA, *Chairman*

ALLEN J. ELLENDER, Louisiana	JACK MILLER, Iowa
JAMES O. EASTLAND, Mississippi	GEORGE D. AIKEN, Vermont
B. EVERETT JORDAN, North Carolina	MILTON R. YOUNG, North Dakota
GEORGE McGOVERN, South Dakota	CARL T. CURTIS, Nebraska
JAMES B. ALLEN, Alabama	ROBERT DOLE, Kansas
HUBERT H. HUMPHREY, Minnesota	HENRY BELLMON, Oklahoma
LAWTON CHILES, Florida	

HARKER T. STANTON, *General Counsel and Staff Director*
MICHAEL R. MCLEOD, *Counsel*
HENRY J. CASSO, *Economist*
JAMES W. GILTMIER, *Press Secretary*
JAMES E. THORNTON, *Consultant—Rural Development*
JOHN A. BAKER, *Consultant—Rural Development*
JERRY D. LANDRETH, *Research Director—Rural Development*
COTYS M. MOUSER, *Chief Clerk*
JAMES M. KENDALL, *Clerk for the Minority*
BETTY M. MASON, *Clerical Assistant*
BLANCHE M. O'BERG, *Clerical Assistant*
HELEN A. MILLER, *Clerical Assistant*
LOUELLA C. MCENROE, *Clerical Assistant*
DIXIE LEE TALLEY, *Clerical Assistant—Rural Development*
NANCY C. BENSON, *Clerical Assistant—Rural Development*
BESSIE E. HARRIS, *Clerical Assistant—Rural Development*

LETTER OF TRANSMITTAL

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
Washington, D.C., November 29, 1971.

HON. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In 1966, President Lyndon B. Johnson established, under his Executive Order 11306, the National Advisory Commission on Rural Poverty. This Commission conducted an extensive, in-depth investigation of the social and economic conditions prevailing in Rural America, with particular emphasis on rural poverty and its basic causes. When the Commission completed its work in 1967 its report and recommendations received wide acclaim and was lauded as the most comprehensive and thorough study ever conducted about the problems and promise of Rural America. Those plaudits are as applicable today as they were in 1967.

Earlier this year I asked the Economic Research Service of the U.S. Department of Agriculture to conduct a survey for the Rural Development Subcommitee to ascertain the extent to which the 150 Commission recommendations have, or have not, been implemented.

While the results of the survey are not complete, they offer a good overview of how far we have come and how far we have to go in eliminating the inter-related causes of rural poverty. I hope and trust that those agencies and organizations—both in and out of government—that can contribute to filling in the remaining gaps of this survey will do so. The Subcommitee plans to update these findings from time to time in the future.

Although Rural America contains about 30 percent of our nation's total population, it contains almost 50 percent of our nation's total poor. If we ever hope to eliminate this poverty, the recommendations of the Commission will have to be given more attention in the future than it has been in the past. I hope this report and survey will further that important objective.

With every good wish.

Sincerely,

HUBERT H. HUMPHREY,
Chairman, Subcommittee on Rural Development.

PREFACE

Five years ago, President Lyndon B. Johnson established a blue ribbon Commission on Rural Poverty to make a study of current economic situations and trends in American rural life.

After a year of intensive study, the Commission issued a report called, "The People Left Behind," a major study (with supporting documents) of rural poverty in America.

As part of this report, a number of recommendations were made calling for action by Federal, State, and local governments.

This year, 4 years after the Commission report was issued, Senator Hubert H. Humphrey, chairman of the Senate Subcommittee on Rural Development, asked the Economic Research Service of the U.S. Department of Agriculture to do an investigation to determine what action, if any had been taken to carry out the Commission's recommendations.

The following pages are the response to the Senator's request.

INTRODUCTION

In January of this year, the Senate Committee on Agriculture and Forestry created a new Subcommittee on Rural Development, of which I was privileged to be named chairman. The Subcommittee was charged with determining what actions might be taken by the Federal Government to reverse insidious trends taking place in rural areas, which have enervated the American countryside, depleting its economy and diminishing its population.

In the past 30 years, almost 30 million Americans have left rural places to migrate to the major metropolitan areas. The number of farms in the nation has diminished to fewer than three million, and just 1.1 million of these produce 90 percent of all our food and fiber.

Farmers make up less than five percent of the U.S. population, where they were once a majority, and now most of the people who live in rural America are not farmers. They along with those directly involved in agriculture comprise 30 percent of the nation's population.

It was the contention of President Johnson's Commission on rural poverty that these "People Left Behind" had largely been neglected and forgotten by the new urban majority.

Half of the nation's poor live in rural America. Two-thirds of our sub-standard housing is out there too. Rural America is the repository of many of our most critical problems of unemployment and underemployment.

It is no wonder that although the rural to urban migration has slowed down, 600,000 people a year continue to move away from the countryside.

President Nixon attempted to come to grips with this problem by creating a Task Force on Rural Development. There have been earlier efforts by other Presidents, including the Task Force on Rural Poverty Created by President Johnson.

One of the things that I wished to determine as part of our effort to renew rural America, and create a reasonable balance between rural and urban growth, was how well the government had responded to the rural poverty commission's recommendations.

The Economic Research Service of the U.S. Department of Agriculture was most cooperative in helping to prepare this survey. So that we might get a quick overview of the situation, the study was probably done with too much speed. Therefore, some departments of government were unable to respond in time for this report. It is my hope that these departments will assist with the completion of this survey as they are able, so that the report will eventually be complete.

The results of the ERS survey indicate that much has been done for rural people by the past Administration and the current one. But there are also many gaps which must be closed.

Often the Federal response to the recommendations of the rural poverty report was a series of pilot programs, which, when they proved their merit, were discontinued. These projects were often begun with great fanfare, indicating to rural people that the government was going to get something done, and then the fanfare withered away into crushing disappointment.

In many other cases, nothing has been done, or the rural share of some categorical programs has been as low as 11 percent.

Clearly the new emphasis on the problems of urban America is in line with reality. Many of our cities are in constant crisis. But it is equally evident, the "The People Left Behind" points out, that many of today's urban problems have their beginnings in rural-to-urban migration.

Those who left rural America did not leave just to seek the bright lights in most cases. Recent polls indicate that most people who live in big cities would prefer to live in small towns.

Most of the migrants left home because there were no jobs, and because the quality of life had deteriorated to substandard levels. They were, in a sense, forced to leave.

What we must now do is improve this rural lifestyle so that all Americans can have a choice of where they will live—what I call a Freedom of Residence.

The stakes in this effort are as important to those who live in the cities as to those who have been "Left Behind."

In the next 30 to 40 years there will be 100 million more people living in America. If present trends continue, nearly all of them will live in the already overcrowded metropolitan areas, and they will be joined by the continuing stream of rural migrants.

In order to avoid a major urban explosion, some significant steps must be taken on behalf of "The People Left Behind."

HUBERT H. HUMPHREY,
Chairman, Senate Subcommittee on Rural Development.

CONTENTS

	Page
Order Creating Commission on Rural Poverty	1
Members of the Rural Poverty Commission	2
Summary of "The People Left Behind"	3
Statement of the Commission's Beliefs	11
Creating a Favorable Economic Environment	13
Manpower Policies and Programs	17
Education—Helping People to Help Themselves	23
Health and Medical Care	31
Family Planning Programs	37
Helping Those in Need	41
Rural Housing	47
Area and Regional Development	51
Community Organization	57
Conservation and Development of Natural Resources	63
Adjustments in Agriculture, Forestry, Fisheries, and Mining	67
More Effective Government for Rural Opportunity	71

70-170—71——2

PRESIDENT JOHNSON'S 1966 EXECUTIVE ORDER

In the President's Executive Order No. 11306, the National Advisory Commission on Rural Poverty was charged with the following responsibilities:

> To make a comprehensive study and appraisal of the current economic situations and trends in American rural life, as they relate to the existence of income and community problems of rural areas, including problems of low income, the status of rural labor, including farm labor, unemployment and underemployment and retraining in usable skills; rural economic development and expanding opportunities; sources of additional rural employment; availability of land and other resources; adequacy of food, nutrition, housing, health, and cultural opportunities for rural families; the condition of children and youth in rural areas and their status in an expanding national economy; the impact of population and demographic changes, including rural migration; adequacy of rural community facilities and services; exploration of new and better means of eliminating the causes which perpetuate rural unemployment and underemployment, low income and poor facilities; and other related matters.
>
> To evaluate the means by which existing programs, policies, and activities relating to the economic status and community welfare of rural people may be coordinated or better directed or redirected to achieve the elimination of underemployment and low income of rural people and to obtain higher levels of community facilities and services.
>
> To develop recommendations for action by local, State or Federal governments or private enterprise as to the most efficient and promising means of providing opportunities for the rural population to share in American's abundance.

(1)

MEMBERS OF THE COMMISSION

Dr. James T. Bonnen
Professor of Agricultural Economics
Michigan State University

Honorable Edward T. Breathitt (Chairman)
Governor of Kentucky

David W. Brooks
Executive Vice President and General Manager
Cotton Producers Association

Mrs. Sara R. Caldwell
Director, Division of Child Welfare
Mississippi State Department of Public Welfare

Dr. Lawrence A. Davis
President, Arkansas Agricultural Technical and Normal College

Neil O. Davis
Editor, Lee County Bulletin
Auburn, Alabama

John Fischer
Editor-in-Chief
Harper's Magazine

Dr. Thomas R. Ford
Professor of Sociology
University of Kentucky

Herman E. Gallegos
Consultant to the Ford Foundation

Connie B. Gay
President and Chairman of the Board
Connie B. Gay Broadcasting Company

James O. Gibson
Staff Associate
Potomac Institute

Dr. Vivian W. Henderson
President, Clark College

Francis S. Hutchins
President, Berea College

Dr. Kara V. Jackson
Professor of Education
Grambling College

Lewis J. Johnson
President, Arkansas Farmer's Union

W. Wilson King
Owner, Kinglore Farms

Oscar M. Laurel
National Transportation Safety Board

Dr. Winthrop C. Libby
Dean, College of Agriculture
University of Maine

Dr. Carlyle Marney
Pastor, Myers Park Baptist Church

Thomas W. Moore
President, ABC Television

Robert A. Roessel, Jr.
Director, Rough Rock Navaho Demonstration School

James Earl Rudder
President, Texas A&M University

Dr. J. Julian Samora
Program Specialist on Population Studies
The Ford Foundation

Miles C. Stanley
President, West Virginia Federation of Labor, AFL-CIO

John Woodenlegs
President, Northern Cheyenne Tribal Council

MEMBERS OF THE COMMITTEE

Orville L. Freeman, Chairman
Secretary of Agriculture

Bernard C. Boutin
Administrator of Small Business Administration

John T. Connor
Secretary of Commerce

John W. Gardner
Secretary of Health, Education, and Welfare

Sargent Shriver
Director of Office of Economic Opportunity

Stewart L. Udall
Secretary of the Interior

Robert C. Weaver
Administrator of Housing and Urban Development

W. Willard Wirtz
Secretary of Labor

Liaison With President's Committee

Kenneth M. Birkhead
Department of Agriculture

Richard M. Philbin
Small Business Administration

Jonathan Lindley
Department of Commerce

Lisle C. Carter, Jr.
Department of Health, Education, and Welfare

Elmer J. Moore
Office of Economic Opportunity

James Rettie
Department of the Interior

Ramsay Wood
Department of Housing and Urban Development

Millard Cass
Department of Labor

MEMBERS OF THE STAFF

Executive Director C. E. Bishop
Associate Director George L. Wilber
Assistant to Executive Director Lawrence S. Stinchcomb

Professional Staff

William B. Black, Economist
J. Allan Beegle, Sociologist
W. Keith Bryant, Economist
Cleveland A. Chandler, Economist
Lynn M. Daft, Economist
Jack Fleming, Writer
Clifton R. Jones, Sociologist
E. Walton Jones, Economist
J. Patrick Madden, Economist
Marcelle Masters, Editor
Melda Richardson, Editor
George M. Stephens, Jr., Development Consultant
Gooloo S. Wunderlich, Demographer

Secretarial and Clerical

J. Gayle Carpenter
Marian C. Carter
Florentine M. Ford
Mary Thomas Fox
Jacklyn D. Harris
Marjorie L. Henricks
LaDene Hester
Linda G. Hogberg
Patricia McEvoy
Anne Reed
Edna E. Raymond
Velma B. Tachovsky

SUMMARY OF "THE PEOPLE LEFT BEHIND," A REPORT BY THE PRESIDENT'S NATIONAL ADVISORY COMMISSION ON RURAL POVERTY

This report is about a problem which many in the United States do not realize exists. The problem is rural poverty. It affects some 14 million Americans. Rural poverty is so widespread, and so acute, as to be a national disgrace, and its consequences have swept into our cities, violently.

The urban riots during 1967 had their roots, in considerable part, in rural poverty. A high proportion of the people crowded into city slums today came there from rural slums. This fact alone makes clear how large a stake the people of this nation have in an attack on rural poverty.

The total number of rural poor would be even larger than 14 million had not so many of them moved to the city. They made the move because they wanted a job and a decent place to live. Some have found them. Many have not. Many merely exchanged life in a rural slum for life in an urban slum, at exorbitant costs to themselves, to the cities, and to rural America as well.

Even so, few migrants have returned to the rural areas they left. They have apparently concluded that bad as conditions are in an urban slum, they are worse in the rural slum they fled from. There is evidence in the pages of this report to support their conclusion.

This Nation has been largely oblivious to these 14 million impoverished people left behind in rural America. Our programs for rural America are woefully out of date.

Some of our rural programs, especially farm and vocational agriculture programs, are relics from an earlier era. They were developed in a period during which the welfare of farm families was equated with the well-being of rural communities and of all rural people. This no longer is so.

They were developed without anticipating the vast changes in technology, and the consequences of this technology to rural people. Instead of combating low incomes of rural people, these programs have helped to create wealthy landowners while largely bypassing the rural poor.

Most rural programs still do not take the speed and consequences of technological change into account. We have not yet adjusted to the fact that in the brief period of 15 years, from 1950 to 1965, new machines and new methods increased farm output in the United States by 45 percent—and reduced farm employment by 15 percent. Nor is there adequate awareness that during the next 15 years the need for farm labor will decline by another

45 percent. Changes like these on the farm are paralleled on a broader front throughout rural America, affecting many activities other than farming and touching many more rural people than those on farms.

In contrast to the urban poor, the rural poor, notably the white, are not well organized, and have few spokesmen for bringing the Nation's attention to their problems. The more vocal and better organized urban poor gain most of the benefits of current anti-poverty programs.

Until the past few years, the Nation's major social welfare and labor legislation largely by-passed rural Americans, especially farmers and farmworkers. Farm people were excluded from the Social Security Act until the mid-1950's. Farmers, farmworkers, and workers in agriculturally related occupations are still excluded from other major labor legislation, including the unemployment insurance programs, the Labor-Management Relations Act, the Fair Labor Standards Act, and most State workman's compensation acts.

Because we have been oblivious of the rural poor, we have abetted both rural and urban poverty, for the two are closely linked through migration. The hour is late for taking a close look at rural poverty, gaining an understanding of its consequences, and developing programs for doing something about it. The Commission is unanimous in the conviction that effective programs for solving the problems of rural poverty will contribute to the solution of urban poverty as well.

The facts of rural poverty are given in detail later in this report. They are summarized in the paragraphs that follow.

Rural poverty in the United States has no geographic boundaries. It is acute in the South, but it is present and serious in the East, the West, and the North. Rural poverty is not limited to Negroes. It permeates all races and ethnic groups. Nor is poverty limited to the farm. Our farm population has declined until it is only a small fraction of our total rural population. Most of the rural poor do not live on farms. They live in the open country, in rural villages, and in small towns. Moreover, contrary to a common misconception, whites out-number nonwhites among the rural poor by a wide margin. It is true, however, that an extremely high proportion of Negroes in the rural South and Indians on reservations are destitute.

Hunger, even among children, does exist among the rural poor, as a group of physicians discovered recently in a visit to the rural South. They found Negro children not getting enough food to sustain life, and so disease ridden as to be beyond cure. Malnutrition is even more widespread. The evidence appears in bad diets and in diseases which often are a product of bad diets.

Disease and premature death are startlingly high among the rural poor. Infant mortality, for instance, is far higher among the rural poor than among the least privileged group in urban

areas. Chronic diseases also are common among both young and old. And medical and dental care is conspicuously absent.

Unemployment and underemployment are major problems in rural America. The rate of unemployment nationally is about 4 percent. The rate in rural areas averages about 18 percent. Among farmworkers, a recent study discovered that underemployment runs as high as 37 percent.

The rural poor have gone, and now go, to poor schools. One result is that more than 3 million rural adults are classified as illiterates. In both educational facilities and opportunities, the rural poor have been shortchanged.

Most of the rural poor live in atrocious houses. One in every 13 houses in rural America is officially classified as unfit to live in.

Many of the rural poor live in chronically depressed poverty-stricken rural communities. Most of the rural South is one vast poverty area. Indian reservations contain heavy concentrations of poverty. But there also are impoverished rural communities in the upper Great Lakes region, in New England, in Appalachia, in the Southwest, and in other sections.

The community in rural poverty areas has all but disappeared as an effective institution. In the past the rural community performed the services needed by farmers and other rural people. Technological progress brought sharp declines in the manpower needs of agriculture, forestry, fisheries, and mining. Other industries have not replaced the jobs lost, and they have supplied too few jobs for the young entries in the labor market. Larger towns and cities have taken over many of the economic and social functions of the villages and small towns.

The changes in rural America have rendered obsolete many of the political boundaries to villages and counties. Thus these units operate on too small a scale to be practicable. Their tax base has eroded as their more able-bodied wage earners left for jobs elsewhere. In consequence the public services in the typical poor rural community are grossly inadequate in number, magnitude, and quality. Local government is no longer able to cope with local needs.

As the communities ran downhill, they offered fewer and fewer opportunities for anyone to earn a living. The inadequately equipped young people left in search of better opportunities elsewhere. Those remaining behind have few resources with which to earn incomes adequate for a decent living and for revitalizing their communities.

For all practical purposes, then, most of the 14 million people in our poverty areas are outside our market economy. So far as they are concerned, the dramatic economic growth of the United States might as well never have happened. It has brought them few rewards. They are on the outside looking in, and they need help.

70-170—71——3

Congress and State legislatures from time to time have enacted many laws and appropriated large sums of money to aid the poverty stricken and to help rural America. Very little of the legislation or the money has helped the rural poor. Major farm legislation directed at commercial farms has been successful in helping farmers adjust supply to demand, but it has not helped farmers whose production is very small. And because the major social welfare and labor legislation has discriminated against rural people, many of the rural poor—farmers and farmworkers particularly—have been denied unemployment insurance, denied the right of collective bargaining, and denied the protection of workman's compensation laws.

This Commission questions the wisdom of massive public efforts to improve the lot of the poor in our central cities without comparable efforts to meet the needs of the poor in rural America. Unfortunately, as public programs improve the lot of the urban poor, without making similar improvements in conditions for the rural poor, they provide fresh incentive for the rural poor to migrate to the central cities. The only solution is a coordinated attack on both urban and rural poverty.

The Commission has endeavored to chart a course to wipe out rural poverty. Emphasis has been placed on the problems of poor rural people, and problems of impoverished rural communities. Changes in existing programs and the development of new programs are considered. Action on the immediate needs of the rural poor is emphasized, as well as action to change the conditions which make them poor. Human development and the physical resources needed for this development are stressed. Improving the operation of the private economy in order to provide rural people with better opportunities for jobs and a decent living is emphasized.

It is the firm conviction of the Commission that the complexity of the problems of rural poverty preclude the success of a single program or approach. Programs addressed to immediate needs will not erase the underlying conditions creating and perpetuating rural poverty. Programs addressed to these conditions will not immediately help the poor. The Commission's recommendations complement and reinforce one another. In total, the recommendations will go far to solve the problems of rural poverty.

The Commission is convinced that the abolition of rural poverty in the United States, perhaps for the first time in any nation, is completely feasible. The nation has the economic resources and the technical means for doing this. What it has lacked, thus far, has been the will. The Commission rejects the view that poverty, in so rich a nation, is inevitable for any large group of its citizens.

Elsewhere in this report there appear the recommendations of the Commission in detail. These recommendations call for action by all branches of government—local, State, and Federal—as well as by private individuals and groups. The major thrust of the recommendations is discussed briefly in the paragraphs that follow.

(1) The Commission recommends that the United States adopt and put into effect immediately a national policy designed to give the residents of rural America equality of opportunity with all other citizens. This must include equal access to jobs, medical care, housing, education, welfare, and all other public services, without regard to race, religion, or place of residence.

(2) The Commission recommends, as a matter of urgency, that the national policy of full employment, inaugurated in 1946, be made effective. The need is even greater in rural areas than in urban areas. The Commission urges that this need be given priority in legislation and appropriations. To the extent that private enterprise does not provide sufficient employment for all those willing and able to work, the Commission believes it is the obligation of government to provide it.

(3) The Commission believes that the United States has the resources and the technical means to assure every person in the United States adequate food, shelter, clothing, medical care, and education and, accordingly, recommends action toward this end. Millions of rural residents today are denied the opportunity of earning a living. The Commission believes it is the obligation of society and of government, to assure such people enough income to provide a decent living. In order to achieve this, basic changes are recommended in public assistance programs.

In some rural areas of the United States there is not only malnutrition but hunger. Existing public programs for food distribution to those in need have failed to meet the need. The Commission recommends that the food stamp program be expanded nationwide and that eligibility be based upon per capita income. Food stamps should be given to the poorest of the poor without cost.

(4) The Commission recommends a thorough overhauling of our manpower policies and programs, particularly including public employment services, in order to deal effectively with rural unemployment and underemployment. The Commission deplores the fact that the richest, most powerful nation in history compels millions of its citizens to engage in aimless wandering in search of jobs and places to live. The recommendations of the Commission aim at a comprehensive and active manpower program which can be an effective weapon against poverty.

(5) The Commission recommends extensive changes in our rural education system, ranging from preschool programs to adult education. Rural schools must be brought up to par with urban schools. The educational system must reclaim youth and adults who drop out before obtaining sufficient education to cope with the complexities of today's world. An educational extension service is recommended to help teachers and schools meet the needs of all students.

(6) The Commission is deeply concerned at the evidence of disease and the lack of medical care in rural areas. The Commission therefore, recommends rapid expansion of health manpower—both professional and subprofessional—in rural areas, and the es-

tablishment of Community Health Centers which can focus on the health needs of rural people.

(7) The Commission recommends development and expansion of family planning programs for the rural poor. Low income families are burdened with relatively numerous children to feed, clothe, and house. They are prepared psychologically to accept family planning. As a matter of principle, they are entitled to facilities and services to help them plan the number and spacing of their children.

(8) The Commission recommends immediate action to provide housing in rural areas by public agencies and puts special emphasis on a program providing rent supplements for the rural poor. The Commission further recommends that a single unified housing agency be made responsible for housing programs in rural areas and that credit terms be made more responsive to need. The Commission also urges a substantial increase in appropriations for Indian housing.

(9) The Commission believes that the overlapping patchwork of districts, organizations, plans, and programs for development impedes the economic development of lagging and poverty-stricken areas and regions. It, therefore, recommends the creation of multi-county districts, cutting across urban-rural boundaries, to cooperatively plan and coordinate programs for economic development. To finance development, the Commission recommends Federal grants, loans, and industrial development subsidies, as well as State and local tax reform.

(10) The Commission believes that without citizen responsibility, which includes the active involvement and participation of all, antipoverty and economic development programs will flounder. Therefore, the Commission recommends that increased attention be given to involving the poor in the affairs of the community, on both local and areawide levels. Specific suggestions are made for improving the effectiveness of the antipoverty programs of the Office of Economic Opportunity and the Department of Agriculture.

(11) The Commission recommends that the Federal Government re-examine its commercial farm programs in order to make sure that adjustments in the supply of farm products are not made at the expense of the rural poor. Public programs are recommended to enlarge small farm operations and to retire submarginal land from commercial production, but with safeguards protecting the interest of low income families living on submarginal land. The Commission also recommends that the development of additional farmland with public funds cease until the nation's food and fiber needs require this development.

(12) Without effective government at all levels, the recommendations in this report will not result in the eradication of rural poverty. The Commission recommends changes in program development and administration to facilitate and encourage the effective involvement of local, State, and Federal governments.

STATEMENT OF BELIEFS

The National Advisory Commission on Rural Poverty has made its recommendations on the basis of specific beliefs to which all members of the Commission subscribe. These beliefs are as follows:

1. The United States today has the economic and technical means to guarantee adequate food, clothing, shelter, health services, and education to every citizen of the Nation.

2. Involuntary tragedy is a tragedy under any circumstances and poverty in the midst of plenty is both a tragedy and a social evil.

3. The rural poor are not a faceless mass. They are individual human beings. All programs designed to eliminate poverty must therefore give paramount consideration to the rights and the dignity of the individual.

4. Every citizen of the United States must have equal access to opportunities for economic and social advancement without discrimination because of race, religion, national origin, or place of residence.

5. Because rural Americans have been denied a fair share of America's opportunities and benefits they have migrated by the millions to the cities in search of jobs and places to live. This migration is continuing. It is therefore impossible to obliterate urban poverty without removing its rural causes. Accordingly, both reason and justice compel the allotment of a more equitable share of our national resource to improving the conditions of rural life.

6. All levels of government—local, State, and Federal—must accept responsibility for public measures to eliminate poverty and must be aware of the effect that any of their activities have on the poor.

7. Inasmuch as the consent of the governed is a basic tenet of American government, the rural poor must be given a voice in the planning and administration of public programs designed to eliminate poverty.

8. We can no longer evade the fact that far too high a proportion of our rural population is unemployed and that the national policy of full employment is not effective. We believe it to be an obligation of private enterprise and of government working together to provide employment at adequate wages for all persons able and willing to work

9. The cost to the Nation of rural poverty is much too high to permit its continuance. We believe the time for action against rural poverty has arrived.

CREATING A FAVORABLE ECONOMIC ENVIRONMENT

"The American economy is enjoying its greatest prosperity in history. Yet for many of the rural poor, conditions are as bad as they were during the Great Depression of the 1930's.

"Three basic requirements have to be met if we are to reduce, let alone abolish, rural poverty.

"The first requirement is a job for every rural person able and willing to work. A second requirement is that these jobs pay high enough wages to provide a decent living. A third requirement is to end the discrimination against rural people, whether by statute or by administration, which has intensified rural poverty."

THE PEOPLE LEFT BEHIND.

"THE PEOPLE LEFT BEHIND"—FOUR YEARS LATER

CREATING A FAVORABLE ECONOMIC ENVIRONMENT

1. That the Federal Government take more vigorous action to reach the goals of the Employment Act of 1946.

This is, of course, a continuing goal of the Federal Government. It is pursued through a host of Executive and Congressional actions and policies having varying effect. Executive actions of the past few days concerning the redefinition of economic policy are designed in part to achieve this.

2. That more resources be devoted to measuring and keeping track of the effects of monetary and fiscal policy, particularly the differential effects on various regions, industries, occupations, and population groups.

Some efforts have been made toward this end. Work sponsored by the Economic Development Administration, under contract with the Harvard Economic Research Project, has recently resulted in development of a multi-regional input-output model. The results are now under review and evaluation within EDA.

Guaranteed Employment

3. That the United States Government stand ready to provide jobs at the national minimum wage, or better, to every unemployed person willing and able to work.

Not accomplished. Bill recently passed by Congress will provide 150,000 public service jobs.

4. That the wages and hours provision of the Fair Labor Standards Act be extended uniformly, with the same minimum wage and overtime pay, to all occupations. This recommendation should be put into effect as quickly as feasible, while giving local areas reasonable time to adjust to the higher wage rates.

Though minimum wage coverage has been extended in recent years, uniform coverage of all occupations has not been realized. DOL has recommended increasing minimum wage for farmworkers from present $1.30 to $1.60 by January 1, 1974. Under proposed rise, nonfarm minimum would be raised to $2.00.

70-170—71——4

Equal Opportunity for Rural People

5. That Title VII of the Civil Rights Act of 1964 be amended to cover all labor unions and employers regardless of size, including State and local governments. It is further recommended that the enforcement powers of the Equal Employment Opportunities Commission be extended to include cease-and-desist authority for the purpose of enforcing compliance with equal employment opportunity laws, where necessary.

Information not obtained.

6. That rural people be given the same opportunity as urban people to participate in all social and economic programs designed to improve the quality of life.

Probably some progress though difficult to measure. Improved transportation systems have increased accessibility to these programs. A variety of experimental programs in the fields of health, manpower, mobility assistance, industrial development, and natural resource development have been tried.

7. That State and local governments give immediate attention to changing laws where necessary and reforming correctional institutions so as to protect the rights of rural people.

Several actions have been taken. The President appointed a Task Force on Prisoner Rehabilitation which reported in April 1970. The Omnibus Crime Control and Safe Street Act of 1968 provides block grants to the States, part of which can be used for correctional reform. The Law Enforcement Assistance Administration (LEAA) that administers the Act had a FY 1971 budget of about $.5 billion, of which an estimated $100 million was used for correction. About *11 percent* of the $267 million in grants for which distributional information is available for FY 1971 went to non-metro areas. In addition, an Interagency Council on Correction was formed in 1970 to work for coordination of Federal programs bearing on correctional reform.

8. That the provisions of the National Labor and Management Relations Act, workmen's compensation laws, unemployment insurance, and old age survivors and disability insurance (OASDI) be extended uniformly to all workers.

Though not yet accomplished, the Department of Labor has recommended extension of unemployment insurance and legislation for regulating collective bargaining.

MANPOWER POLICIES AND PROGRAMS

"Every year millions of Americans pack up their belongings and hit the road in search of a job and a better place to live. A good many end up in the ghettos of our cities. Others continue to wander, swelling the ranks of migratory labor.

"As a nation we have never really been much concerned about all this. We let the wandering go on and on without guidance. We may deplore the long-term consequences, when they take the form of violent riots in our cities, but deploring the consequences does not remove the causes."

THE PEOPLE LEFT BEHIND.

MANPOWER POLICIES AND PROGRAMS

1. That a comprehensive Manpower Act be enacted by Congress to establish a national policy of providing necessary manpower services to all workers.

Passage of pending Manpower Act would represent a significant forward step in this direction.

2. That the Employment Service System and the Unemployment Compensation System be separated, legally, and administratively.

Though not yet fully accomplished, this is underway.

3. That the Federal-State Employment Service be reorganized to form a national unified system with appropriate assignment of responsibility and authority at the Federal, regional, State, and local levels. If it is necessary to federalize the employment service to implement fully a comprehensive manpower program in all areas, the Commission would endorse such a measure.

Stated policy is to decentralize and to modernize ES management in a manner consistent with this recommendation.

4. That the Federal Government participate in the employment service programs at State and local levels, to whatever extent is necessary to guarantee equitable and complete service to all rural people.

Present emphasis is upon greater reliance of State and local offices.

5. Increased appropriation of money for the purpose of enlarging and upgrading the employment service staff, especially at the local level, and for increasing the number of employment service offices to the level required to provide standard manpower services to workers throughout this country.

Some increased funding for this purpose though only 16 percent of ES manpower located in 2,000 plus rural counties—compared with 26 percent of the U.S. population and about 37 percent of all poverty.

Low grade personnel (at least partially a function of low salaries) is a major problem. Salary comparability studies currently underway.

/8/ (19)

Improving the Labor Market Information System

6. That all employment service offices actively collect and maintain current lists of job vacancies in the public and private sectors of their immediate labor market areas. Federal, State, and local Governments should file their vacancies with the employment service offices.

Some progress through implementation of Job Vacancy program and Job Banks now being established in 111 cities.

7. That all employment service offices actively collect and maintain current lists of workers in their respective labor market areas who are available for job placement. Special efforts should be made to register the unemployed, the underemployed, and disadvantaged workers.

No major action.

8. That appropriate Government agencies (the Bureau of Labor Statistics and the Bureau of the Census) in cooperation with the Employment Service undertake regular surveys of labor market conditions in rural areas, comparable to those currently conducted for metropolitan areas and the nation as a whole.

No major action though experimental projects (e.g. smaller communities program) are underway.

9. That the local public employment office(s) in each labor market area be required to develop annual comprehensive plans for providing maximum feasible employment and training opportunities for labor force participants in their respective areas.

This is called for under the pending Manpower Act proposal though application in rural areas may be difficult to accomplish.

10. That a computerized nationwide service for matching workers and jobs be established and maintained as an integral part of the U.S. Employment Service system.

As of January 1971, 59 cities in 35 States had operational job banks. The DOL stated goal is to have them in operation in 111 metro areas by mid-1971.

Manpower Assessment Programs

11. That a manpower assessment program be extended to workers and youths through the local employment service offices.

Some pilot efforts through smaller communities (20 teams now operating), Ottumwa-type projects (11), and the joint Extension Service-DOL "hitchhike" program now getting underway.

12. That all existing manpower development, training, and retraining programs be organized and administered as a single comprehensive job training program.

Pending manpower proposal would accomplish part of this.

Training activities under the Manpower Development and Training Act, the Bureau of Apprenticeship and Training system, the Bureau of Works programs, OEO training programs, and similar programs should be incorporated into the comprehensive training program and closely coordinated with the functions of the Vocational Education Division of the Department of HEW.

Pending proposal would help here too: HEW and DOL have been coordinating their efforts though there is room for improvement.

13. That adequate job training opportunities be provided for workers to maintain and upgrade their skills and to qualify for better jobs.

Not achieved. Though reorganization of the Rural Manpower Service will help, the handicap that is associated with serving a scattered population lacking in community infrastructure, presents a serious problem.

14. That a relocation program be established in the Department of Labor and that mobility and relocation assistance be provided for disadvantaged workers who cannot find gainful employment where they now live, but for whom jobs and training opportunities can be located in other labor market areas.

Implemented on a limited trial basis only. A politically sensitive approach, despite the evidence of its effectiveness. DOL has been subjected to criticism from both communities of origin (because of the loss of low wage labor)and communities of destination (because of higher social costs, particularly education).

Office of Economic Opportunity is considering the possibility of a demonstration relocation program.

15. That for the purpose of administration, coordination, and certification, of eligibility, the local public employment offices should perform key roles in the implementation of the relocation program.

This has been tried on a trial basis.

Special Manpower Problems

16. More vigorous and careful enforcement of laws and regulations governing the recruitment and employment of foreign workers.

Employment of foreign workers in U.S. agriculture has been sharply reduced over the past 10 years. The total number admitted annually has gone from nearly half a million in the late 1950's to less than 20,000 in 1970. Since 1968, most of these workers have come from the British West Indies. Enforcement of laws of illegal entrants continues to be a problem, though little information is available re its dimensions.

A Comprehensive and Active Approach to Manpower Problems

17. A comprehensive approach to meeting the manpower needs of workers in rural America, embracing: (a) Inclusion of farm labor with nonfarm labor and rural workers with urban workers; (b) appropriate combinations of the various components of the manpower program recommended in this chapter; and (c) extension of manpower services to the poor and the non-poor according to their individual needs and aspirations.

DOL has recently moved toward a more comprehensive approach to manpower issues in replacing the Farm Labor Service with the Rural Manpower Service.

EDUCATION—HELPING PEOPLE TO HELP THEMSELVES

"There were more than 700,000 adults in rural America in 1960 who had never enrolled in school. About 3.1 million had less than 5 years of schooling and are classified as functional illiterates. More than 19 million had not completed high school.

"This pool of adults with low levels of educational achievement is being fed by a stream of rural youth. More than 2.3 million rural youth, aged 14 through 24, dropped out of school before graduating in 1960. About 8.7 percent of them—some 199,000—completed less than 5 years of schooling.

"Rural adults and youth are the product of an educational system that has historically shortchanged rural people. The extent to which rural people have been denied equality of educational opportunity is evident from both the products of the educational system and the resources that go into the system. On both counts, the quality of rural education ranks low."

THE PEOPLE LEFT BEHIND.

70-170—71——5

EDUCATION—HELPING PEOPLE TO HELP THEMSELVES

Elementary and Secondary Schooling

1. That every child beginning at age 3 have an opportunity to participate in a good pre-school program and that wherever possible pre-school programs be operated by or in close cooperation with the school system that will have continuing responsibility for the education of the children. Preschool programs should involve a normal distribution of children from different social and economic environments.

Though we remain far from the ideal goals stated in the recommendation, we are at least moving in this direction. It is a high priority item within the Office of Education. Successes of Head Start and Sesame Street experiments have given further momentum to move in this direction. The Head Start program has been opened to nonpoor children on a graduated fee basis, as recommended by the Commission.

2. That every elementary school system have access on a continuing basis to specialists in the early childhood education of socially and economically disadvantaged children.

Limited progress. Most school systems are unable and/or unwilling to devote their limited funds to this form of educational expertise.

3. That Federal funds be appropriated to enable the States to raise salaries of teachers in rural schools so that they may be competitive with salaries of the better urban schools.

There has been progress in moving toward this aim from two directions: (1) The consolidation of school districts which has resulted in a decline from over 50,000 districts in 1957 to less than half that number only 10 years later has helped greatly, and (2) several States are now moving toward a common, State wide salary scale.

The Research Department of the National Education Association could provide detailed information on the latter point.

4. That private foundations and industry take a more active interest in the quality of rural school teachers and set up a system of awards for excellence.

No information available.

5. That an "educational extension service" be created to facilitate the adoption and effective use of new educational technology in elementary and secondary schools.

Some progress has been made toward realization of this recommendation through Titles II and V of the Elementary and Secondary Education Act.

6. That Federal, State and local governments take the necessary action to provide a more effective guidance and counseling program in rural schools.

Vocational Education Act Amendments require greater exchange of information between ES and schools though resources are not yet available to implement on a broad scale.

7. That parents and students at appropriate ages be involved at all levels in the planning and development of school programs.

This principle is being applied with increasing frequency.

8. That programs providing part-time work both in school and out of school be extended to every rural school system in the country.

Neighborhood Youth Corps fairly well-established in rural areas though absence of institutional sponsors is an inhibiting factor. Work study programs have been strengthened recently, though opportunities in rural areas are relatively limited. There seems to be growing interest over the possibilities of using residential schools, particularly at the post-secondary level, as a means of more effectively realizing this objective.

In fiscal year 1970, an estimated 31 percent of all NYC outlays were in nonmetro areas.

9. That every needy child be provided books free of charge.

No action.

10. That the Federal Government in cooperation with the States develop and expand occupational education programs that will enable students to adapt to a changing society. Such programs should be developed at the elementary, high school, and post high school levels.

Significant progress has been made in building area-wide vocational training schools. Some States, such as Kentucky, have a fully developed system of such schools.

Vocational education has been a high priority item within the Appalachian Regional Commission program. As of July 1, 1971 ARC had spent $130.3 million assisting in the construction of 366 vocational education facilities.

11. That States establish uniform criteria for the organization and administration of school systems within States.

This is coming, but it is still on the horizon.

12. That a substantial increase be made in Federal funds and technical services to help State education agencies develop a more effective program, including supportive services for rural school systems.

In fiscal year 1970, HEW devoted about $30 million to strengthening State education departments. Though only about 13 percent of this went directly to non-metro areas, indirect benefits to rural school systems were probably much greater than this would suggest.

13. That Federal grants be expanded for the education of migrant children.

No information.

14. That adult education programs be coupled with education programs for children of migrant workers on an expanded scale.

No information.

15. That Federal grants be made to local educational agencies that enroll a significant number of students whose mother tongue is not English to develop bilingual and other special programs to overcome the communications problem.

Administrative restrictions to the use of vocational education funds for this purpose have been removed. The number of bilingual teachers has reportedly risen rapidly in recent years. Office of Education outlays for bilingual education have been rising; approximately $21 million in fiscal year 1970 and $25 million in fiscal year's 1971 and 1972. An estimated 19 percent of the fiscal year 1970 outlays went to nonmetropolitan areas.

16. That at all levels schools assist, through the curriculum, textbooks, and other resources in the development of a positive sense of identity and pride within and between all children; furthermore, that curriculum materials be developed and utilized with these objectives in mind.

Considerable activity along these lines.

17. That a classroom seat be provided for every Indian child of school age.

See comment for recommendation No. 18.

18. That the schools serve as a focal point of community life with significant and meaningful involvement of Indian people, including local control. It is further recommended that education of Indian children be in day schools located as close to the homes of Indian children as possible.

In his message to the Congress on Indian Affairs on July 8, 1970, the President established a mechanism to help Indian communities assume responsibility for the control of Indian schools. He also proposed an amendment to the Johnson-O'Malley Act that would give Indian people greater control over funds going to State and local school systems for aid to Indian students. Federal outlays for Indian education are trending upwards: fiscal year 1970, $134 million; fiscal year 1971, $157 million (estimated); fiscal year 1972, $182 million (estimated).

19. That community development be used as a key element in Indian education and that schools be staffed with people trained in this area. Indian education should serve the total education educational needs of the tribe and community and not be confined to the education of children.

See comment for recommendation No. 18.

20. That Indian history, biographies, and culture be included in the school curriculum as a means of assisting Indian youth in acquiring a positive self-image.

No information.

21. That in schools wherein Indian students are in a minority a special effort be made to meet their unique needs.

No information.

22. That a comprehensive program of research on Indian education be conducted, including examination of curricula, teaching procedures, followup studies of graduates and dropouts, and local control and involvement.

No information.

23. That immediate action be taken to implement proposals by the Commission on Civil Rights to eliminate racial isolation in the public schools in the interests of both students and teachers.

No information.

24. That Government at all levels give priority attention to improving the quality of schools that have in the past served a student body that was predominately Negro.

No information.

25. That rural school personnel exercise greater initiative in using the resources of the school to serve the whole community, and that foundations, industry, and labor groups give greater support to schools in developing activities related to community problems.

No information.

26. That States that do not now have a statewide compulsory school attendance law take immediate steps to enact one.

This has reportedly been accomplished.

27. That the Federal and State governments step up present efforts to eliminate illiteracy and increase the level of general education among adults, and that other institutions and agencies serving rural people, such as churches, community organizations, business organizations, labor unions, Cooperative Extension Service, and agricultural agencies, be enlisted in support of these programs.

Federal outlays are generally rising. For adult basic education will increase from $66 million in fiscal year 1970 to $83 million in fiscal year 1972. However, only about 10 percent of fiscal year 1970 funds could be traced to non-metro areas. Total outlays for all adult and continuing education programs are expected to increase from $547 million in fiscal year 1970 to $868 million in fiscal year 1972.

28. That Federal funds be appropriated and earmarked to create management consultant teams to work intensively with low income farmers around 45 years of age and older.

Some scattered efforts in this direction.

29. That Cooperative Extension in cooperation with the Employment Service and other rural agencies provide younger low income farmers with the information they need to decide whether to stay in farming or seek non-farm employment. Moreover, if a decision is made to stay in farming, appropriate rural agencies should provide intensive assistance to help them develop a viable farming operation.

Scattered efforts. "Operation Hitchhike," DOL–ES program just getting underway on a pilot basis is designed to use ES organization and personnel to provide improved manpower services to rural people.

OEO farm loan program has been terminated because of poor performance—loans too small, lack of agency interest and support, inexperienced personnel, etc.

30. That the Federal Government provide funds to create homemaking teams composed of professional and subprofessional aids to work intensively with all low income rural families.

A nutrition aide program was implemented on a broad scale in early 1969. During 1970, these aides worked with nearly 700,000 families containing more than 3 million persons. About 40 percent of the participants lived in rural areas. Evaluations of the program indicate significant improvements in the nutritional intake of participants.

31. That the Cooperative Extension Service devote more of its efforts toward development of a comprehensive youth program that focuses on the total development of the individual. This may involve less emphasis on 4–H Clubs.

No information.

32. That land-grant universities concentrate more research and extension education resources to problems of people and communities in adjusting to changes brought about as a result of economic growth and development.

There has been increased Federal support (SRS, ERS, ES, NSF) for research on people and community problems though the share of total research effort is still abysmally small—1.5 percent for human resources and community development according to the final report of the White House Task Force on Rural Development.

33. That each State select one university or university complex which will develop, as an integral part of the university, a program of continuing education and public service.

No information.

HEALTH AND MEDICAL CARE

"This Commission is profoundly disturbed by the health problems of low income people in rural America. Nowhere in the United States is the need for health service so acute, and nowhere is it so inadequate.

"The statistical evidence is overwhelming yet the statistics barely suggest the inequity and the discrimination against the rural poor in medical and dental care and in modern health services.

"We have failed miserably to protect the health of low income people in rural areas. The health service they get is not only inadequate in extent but seriously deficient in quality. It is badly organized, underfinanced, rarely related to the needs of the individual or the family. Such health service is too often discriminatory in terms of race and income and heedless of the dignity of the individual."

THE PEOPLE LEFT BEHIND.

70-179—71—6

HEALTH AND MEDICAL CARE

1. That cancellation of educational loans in return for service in rural areas under the Health Professions' Educational Assistance Act be extended to cover a wider variety of professional and subprofessional health manpower than is now covered.

As part of its overall health program, the Administration proposes to forgive $5,000 in loans, plus interest, that physicians and dentists borrow as students, or 25 percent of nurses' loans, for each year served in medically underserved areas.

The Administration has also proposed increasing the support for educational scholarships from its present $15 million to $29 million.

2. That federal funds available under the Health Professions' Educational Assistance Act be used much more extensively to construct medical and dental schools and to encourage innovations in education and training which promote the efficient practice of medicine.

The President proposed in his Health Message of February 18, 1971 that a series of new area Health Education Centers be established in places that are medically underserved, as the Carnegie Commission on Higher Education recommended. He also requested that $10 million be made available for the program in fiscal year 1972.

3. That a corps of subprofessional health personnel working under the supervision of doctors and dentists be developed and trained.

Some subprofessional health personnel being trained under MDTA though considerable room for expanded efforts. The concept has Administration support.

The Administration is also supporting the expansion of MEDEX, a program that draws upon the trained cadre of ex-military corpsmen, and increased opportunities for nurses to become pediatric nurse practitioners, nurse midwives, and public health nurses.

4. That a National Rural Health Corps of trained volunteer health personnel be established to work in rural areas with serious health needs.

No information.

32/ (33)

5. That the Federal Government encourage and promote the development of group practices, especially prepaid group practices in rural areas, and assist in establishing facilities to be used for this purpose.

A key part of the Administration proposed health program is the Health Maintenance Organization (HMO's). HMO's are organized systems of health care that would provide comprehensive services for enrolled members for a fixed, prepaid annual fee. To get this program underway, the Administration has proposed: (1) A $23 million program of planning grants, (2) a loan guarantee program to enable private sponsors to raise $300 million in private loans during the first year of the program, (3) the development by HEW of a model statute which States could use in modernizing laws (in 22 States) that prohibit or limit group practice and laws which prevent doctors from delegating certain responsibilities (like giving injections) to assistants, and (4) a special $22 million program of direct grants and loans to encourage HMO's to locate in scarcity areas. The Administration's goal is to develop 150 HMO's by the end of fiscal year 1973, 100 of which would serve scarcity areas.

6. That high quality home care programs be developed to serve the elderly and the chronically ill in rural areas.

No information.

7. That community health centers tied into a regional system of hospital and specialized services be developed in rural areas.

As part of its proposed program, the Administration has also requested $15 million in grants to assist the development of new Family Health Centers in scarcity areas, with a view toward converting them into HMO's or HMO affiliates.

8. That a national program of comprehensive dental care for children be developed with special provisions to meet the needs of the poor in rural areas.

No information.

9. That maximum use be made of available Federal funds to provide adequate care for mental illness and mental retardation to all through such programs as subsidized multi-county mental health centers.

No information.

10. That modern techniques of communication and transportation be effectively used to serve the isolated rural areas and to bring the rural physician into close association with the regional health centers.

Currently implemented on pilot projects basis only.

11. That public health agencies in rural counties and multicounty districts be strengthened, their role in the community be expanded, and the services offered be updated to meet the current needs of the people in keeping with national health goals.

No information.

12. That the Federal Government immediately develop a comprehensive program to meet the medical care needs of Rural America.

See response to recommendations 1, 2, 3, 5, and 7.

13. That the Federal Government act at the earliest possible moment to support and administer programs which will provide adequate medical treatment for low income residents of rural areas.

Passage and implementation of Medicare and Medicaid have contributed importantly to the implementation of this objective. In fiscal year 1970, an estimated 31 percent of Medicaid outlays were in nonmetro parts of the Nation.

14. That the Migrant Health Act be renewed in 1968 with sufficient funds to expand the program in terms of geographic coverage and services offered.

The Migrant Health program has been continued and the funding level increased. Its funds have gone from $7.2 million in fiscal year 1969 to an estimated $17 million in fiscal year 1972. About 29 percent of the outlays in fiscal year 1970 went to nonmetropolitan areas.

15. That the Federal Government act with urgency to bring the health of our Indian people up to a national level.

Consistent with the President's message on Indians (July 8, 1970) requesting a reallocation of an additional $10 million for Indian health programs, expanded support was provided in both fiscal year 1971 and fiscal year 1972. In total, Federal outlays for Indian health services and facilities in 1972 will exceed $152 million.

FAMILY PLANNING PROGRAMS

"Relatively few rural families have access to the information and medical service they need for family planning. Moreover, the poorest rural families, who need the information and medical service most, have the least opportunity to get it. So rural America has more than its share of large—and poor—families."

THE PEOPLE LEFT BEHIND.

FAMILY PLANNING PROGRAMS

1. That Federal funds be appropriated and earmarked to establish greatly expanded public and voluntary family planning programs for those who would not otherwise have access to such service.

A great deal of progress has been made toward the realization of this recommendation since the Commission reported. The Department of HEW has appointed a Deputy Assistant Secretary for Family Planning, the 1967 amendments to the Social Security Act earmarked funds for family planning, passage of the Family Planning Services and Population Research Act of 1970 has helped establish credibility and a coordinating mechanism for Federal programs, and over the period fiscal year 1968–fiscal year 1972 HEW population research and family planning activity obligations have risen from $28 million to $173 million.

Despite the tremendous progress, we have only scratched the surface in terms of total need. As of 1969, an estimated 80 percent of total national need remained unmet; in non-metro areas the share of unmet need was estimated to be 92 percent.

2. That family planning services in post-partum clinics be introduced in every hospital with an obstetric service.

There has been some progress in moving toward this goal. Though about 500 nonprofit hospitals were providing family planning services in 1969, more than 4,000 hospitals, accounting for 60–65 percent of low income births, were not.

3. That health departments expand family planning programs with special attention to rural areas. Family planning information and services should be included as an essential part of all maternal health services provided.

The situation is improving. Nurse midwifery is becoming very acceptable. As of 1969, 1,177 health departments reported offering family planning services; nearly 1,000 health departments reported providing personal health services, but no family planning services.

4. That family planning information and services be made available to persons before the first child is born.

Reportedly doing more than before; have been moving away from the post-partum emphasis of the past.

37/ (39)

5. That special programs be developed to provide social, health, and educational services to young boys and girls to reduce the incidence of illegitimate births and of early marriages necessitated by pregnancy.

This has been a topic of varying interest. Overall funding of family planning educational activities within the Office of Education has fallen from $2.1 million in fiscal year 1968 to $1.0 million in fiscal year 1972.

6. That information on child spacing and family planning services be made available to the public.

There is far more activity than in 1967—but could use more.

7. That Federal funds be provided to facilitate basic training in family planning together with short-term training of public health physicians, public health nurses, social workers, administrators, subprofessional assistants, and fieldworkers.

No information.

HELPING THOSE IN NEED

"Millions of people in rural America need immediate assistance. They cannot provide for themselves and their children. They must have assistance if they are to escape from poverty. It is the view of this Commission that this assistance should be provided from public sources."

THE PEOPLE LEFT BEHIND.

HELPING THOSE IN NEED

1. That coverage under the Social Security Act, or equivalent, be extended to all employed persons not now covered, and that the program be gradually converted to a self-financing, compulsory insurance program.

No action.

2. That the penalty on earnings of retired persons be eliminated.

The President's 1969 proposals included raising the income limit from the present $140 per month to $150. H.R. 1 would raise the limit to $167. Neither proposal would reduce the "tax" rate on the upper limit (now $240) beyond which additional income is taxed at 100 percent. In its report of April 1970, the President's Task Force on the Aging recommended outright abolishment of the work income test.

3. The adoption of the recommendation of the Advisory Council on Public Welfare that there be a nationwide needs standard, with due consideration given to differences in costs of living by family size, region, and city size.

No action.

4. That in relation to the appropriate needs standard, eligibility for financial aid and social services be determined by family income and net worth.

Welfare reform proposal incorporates these principles.

5. That the Federal Government provide funds to the States to cover the payments required by the basic needs standards and the costs of certification.

Though no needs standard, welfare reform proposal does provide for Federal funding of the entire amount of the basic payment level. Role of Federal Government vis-a-vis State supplementation is yet to be resolved.

6. That public assistance recipients be permitted to earn a specified amount without reduction in benefits, and that, thereafter, benefits be reduced by less than a dollar as earnings are increased a dollar.

Included in pending welfare reform proposal.

42 (43)

7. That no residence requirements by city or State be established as conditions of eligibility for participation in the program.

Accomplished through court actions, at least partially. Recent attempt by New York State to circumvent ruling has been overturned by a lower court ruling.

8. That the food stamp program be extended to all counties and that the direct food distribution program be phased out.

At the beginning of this year, only 10 counties in 5 States were without some form of food assistance program. As of July 23, 1971, food stamps operated in 2,010 counties and food distribution in 1,056.

9. That uniform nationwide criteria be established for participation in the food stamp program, with eligibility based solely upon the number of family members and income per family.

New bill moves in this direction though it excludes the "undeserving poor" from participation.

10. That the minimum fee for purchase of stamps be removed. Destitute families should be given stamps without cost.

Accomplished by new bill.

11. That in order to encourage local participation, the Federal Government bear the costs of certification and administration of this program.

No action.

12. That all schools in rural areas initiate both school lunch and school breakfast programs as soon as feasible.

Programs have increased. By the beginning of this year, lunches were being supplied to 6.2 million children from poor families compared with 4.5 million a year earlier.

13. That stamps be used to purchase all meals served in the schools. The stamps should be sold by the school at a price to cover the cost of the meals, and children whose families are participating in the food stamp programs would be provided with stamps for meals served at school.

Still left to local school administration.

14. That low income families be authorized to purchase clothing stamps for children in school. As in the case of food stamps, the price of the clothing stamps would increase as per capita family income increases.

No action taken; none likely to be.

15. That Federal legislation be enacted that will (a) extend the unemployment compensation system to cover all workers who are employed by any employer who uses a substantial number of man-days of hired labor during a calendar quarter, and (b) establish minimum standards for benefits, coverage, qualification, and eligibility provisions with which State laws must comply.

Though employment security amendments of 1970 broaden coverage of the unemployment insurance system to include an additional 5 million jobs, 11.9 million are still excluded—including 1.2 million farm and agricultural processing laborers. DOL is seeking coverage of farmworkers.

RURAL HOUSING

"Decent housing is an urgent need of the rural poor. They live in dilapidated, drafty, ramshackle houses that are cold and wet in winter, leaky and steaming hot in summer. Running water, inside toilets, and screened windows are the exception rather than the rule."

THE PEOPLE LEFT BEHIND.

RURAL HOUSING

1. That funds for rent supplements be greatly increased to provide rental housing for the rural poor.

Rental housing in general does not seem to have been very effective. Absence of pride of ownership in rental housing appears to be a serious defect. Still, the disadvantage of homeownership in rural areas is that it can lock families into unfavorable situations.

Title IX Report shows that 19.3 percent of rental housing has gone to non-SMSA's.

Has been an overall increase in rent supplement funding of the order of 50 to 100 percent over the three most recent fiscal years.

2. That countywide housing authorities within area development districts be established for the purpose of administering a program of public housing in rural areas.

Public housing loans have gone from $720 million to $826 million between fiscal years 1970 and 1972.

Title IX Report shows 14.5 percent of all HUD housing going to non-SMSA's.

3. That the States create statewide, non-profit housing corporations, through which private and public interests can combine to provide housing.

No information.

4. That Federal funds for mutual self-help housing be appropriated to extend and place on a sustaining basis the experimental program such as that of the Farmers Home Administration.

Has been a relatively small program consisting mostly of technical assistance.

Budget rose from none in 1970 to $2.5 million in both 1971 and 1972.

5. That Congress be requested to increase greatly appropriations for grants and loans for the repair and construction of housing for low income rural families.

47/ (49)

(1) Farm labor housing:
Grants **rose from $2.1 million in 1970 to $3.7 million in 1972.**
Loans **from $2.0 million in 1970 to $10.0 million in 1971 and 1972.**

(2) Very low income repair loans: $5 million in 1970—$10 million in 1971 and 1972.

(3) Low, moderate rental loans: $27 million in 1970—$40 million in 1971 and 1972.

(4) Low, moderate loans: 1970, $84 million; 1971, $1,450 million; 1972, $1,600 million.

OMB has asked that over half go to low income.

6. That the rural housing programs be centralized and that a substantial portion of housing appropriations be earmarked specifically for rural housing.

HUD–USDA Task Force has functioned though there seems to be comparatively little evidence of significant coordination.

Administration reorganization proposal would accomplish this.

7. That the Commission on Equal Opportunity in Housing, created by Executive Order 11063, be fully implemented.

No information.

8. That Title VI of the Civil Rights Act of 1964 be enforced to prohibit any federally insured bank, mutual savings bank, or savings and loan institutions from discriminating, on the basis of race, in making home mortgage loans, or from making home mortgage loans to persons who do not give legally enforceable assurances that they will sell or lease on a nondiscriminatory basis.

No information.

9. That the Congress enact the Fair Housing legislation now pending before it in the Administration's Civil Rights Bill.

Legislation enacted.

10. That a unit of the agency administering rural housing administer a comprehensive housing program for Indian Americans, and that sufficient funds be appropriated to bring the housing for them to a par with that for other Americans as soon as possible.

The Department of Interior (with HUD assistance) continues to operate the major Indian housing programs though Indians also receive housing assistance through other agencies such as OEO. The number of housing starts is trending upward. The number of HUD assisted starts was 3,450 in fiscal year 1970 and is estimated at 6,000 in both fiscal years 1971 and 1972.

AREA AND REGIONAL DEVELOPMENT

"In varying degrees rural areas are now parts of larger economic communities with a dominant town or city as a center, the community encompassing several counties. The linking of rural to urban areas is continuing, and indeed, the rural-urban distinction is becoming meaningless. Rural poverty is concentrated in communities where the process is moving slowly, and where the centers are weak and underdeveloped. If these centers can be stimulated sufficiently and the rural periphery can be more closely linked to the center, jobs for the presently unemployed and underemployed may be developed. And the flow of people from poverty-stricken rural areas to the nation's metropolises can be replaced in good part by employment nearer their homes and in the nation's smaller cities and towns."

THE PEOPLE LEFT BEHIND.

AREA AND REGIONAL DEVELOPMENT

1. That multicounty area development districts, each with a present or potential growth center, be established throughout the country.

Further progress has been made toward realizing this objective, though the proliferation of competitive functional districting efforts remains a problem. OMB action through Circular A–95 has improved this situation and will likely result in greater future improvement. The present A–95 district network includes over 350 metro and non-metro clearinghouses covering nearly one-half of the Nation's counties and about 85 percent of the population.

The growth center concept has been accepted rather widely in name, but only moderately so in practice.

2. That the Federal Government, with the cooperation of the States, should establish regions made up of area development districts encompassing the entire nation.

Administration has proposed disbanding regional approach, though it appears present regions (Appalachia and Title V's) will continue to function into the foreseeable future.

3. That area development districts be eligible for comprehensive planning grants from the Federal Government.

Accomplished: Development districts in non-metro areas are eligible for planning grants under 1968 amendments to the HUD Act.

4. That neighborhood service centers be created located conveniently throughout area development districts and linked with specialized facilities in their growth centers. Publicly supported transportation systems should be connected with these centers. The Federal Government should move immediately to establish pilot neighborhood service centers in selected area development districts to act as demonstrations and laboratories for experimentation.

Partially accomplished, though neighborhood centers tend to be organized around functional aims and programs, and thereby serve only a small part of their potential clientele.

52/ (53)

5. That supplementary grants, in addition to the usual Federal grants, be awarded to any federally aided project which is consistent with the comprehensive plans of area development districts.

No action.

6. That the Public Works and Economic Development Act of 1965 be amended to provide grants for developing adequate public services and facilities in area development districts afflicted with severe poverty.

Though low income is one of the several eligibility criteria under this Act, most districts qualify because of high rates of unemployment.

Recently exacted extension has the effect of increasing the relative importance of low income and population loss criteria.

7. That local industry subsidiaries be discouraged, if they either lower the ability of communities to finance and pay for needed public facilities and services or threaten their tax revenues.

No information.

8. That any location in area development districts which include redevelopment areas be eligible for industry grants, loans, and loan guarantees under the Public Works and Economic Development Act of 1965.

Has been discussed but not acted upon.

9. That tax incentives such as liberalized investment tax credits, accelerated depreciation schedules, and broader carry forward-carry backward provisions be given to firms locating or expanding in area development districts which include redevelopment areas.

No action, though legislative proposals have been introduced.

10. That the Federal Government use a portion of its procurement expenses and investment expenditures for new installations to stimulate growth in particular lagging regions and areas.

Nothing beyond the surplus labor area set-asides has been implemented.

11. That State governments be encouraged to assist in the improvement of local tax systems by (a) enlarging tax jurisdictions, (b) standardizing taxation procedures, and (c) removing or easing constitutional and statutory limitations on the taxation and borrowing authority of local governments.

The Federal Government, operating through the Advisory Commission on Intergovernmental Relations, has encouraged State government to move in these directions—but with limited success.

Some pending revenue sharing proposals would provide States with a far stronger inducement than presently exists.

12. That the Federal Government make flexible grants to States based on the equity and productivity of their revenue systems to stimulate the creation of equitable and productive, State and local revenue systems.

No action; legislative proposals pending.

COMMUNITY ORGANIZATION

"The basic principle underlying social legislation in this country is one of helping people and communities help themselves. None of the programs recommended in this report will solve the problem of rural poverty unless the people themselves become involved and concerned. In the final analysis, it is up to the people, through proper organization and action at the community and neighborhood levels to see that opportunities become realities."

THE PEOPLE LEFT BEHIND.

COMMUNITY ORGANIZATION

1. That government agencies with the responsibility of fostering community organization and development expand their efforts. In doing so they should revise their approach to provide two coordinated sets of programs, one to meet needs at the local level and the other to accommodate areawide needs.

Partially accomplished though local and area-wide approaches have not been effectively related. Local approaches tend to focus on organizational and human resource problems while area-wide groups are more concerned with industrial and natural resource development.

2. That community development councils broadly representative of all interests in the area be formed.

No significant move in this direction. Many of the functional programs operating at the local level have their own board representing the particular interests of their constituency. Some districts have been able to consolidate these boards but most have not.

3. That the Office of Economic Opportunity take the following steps designed to improve the operational effectiveness of its Community Action Program in rural areas:

(a) Reorganize Community Action Agencies (CAA's) along multi-county lines consistent with the area development districts described elsewhere in this report whenever feasible, insuring that both rural and urban areas are encompassed within each and, at the same time, maintaining the existing neighborhood structure as the basic unit upon which the multi-county organization is founded.

In large measure, CAA's have been reorganized along district lines.

(b) Require all CAA's, in cooperation with the planning bodies of area governments, to submit for approval by OEO a detailed plan of their proposed activities within 1 year of their funding.

CAA's have a planning requirement, the product of which must now move through the district A–95 clearinghouse for review and comment.

(c) Require CAA's to seat on their governing boards representatives of all local, State, and Federal agencies operating anti-poverty related programs within their jurisdictions.

51 (59)

Green amendment to the EOA gives local governments the option of close involvement; a large share rejected the option. State and Federal agencies are occasionally represented.

(d) Adopt more rigorous standards in the employment of professional staff and assure employees a greater degree of job security. And, encourage the Community Action Program to employ subprofessionals drawn from the ranks of the poverty stricken whenever they can be effectively used.

No evidence that standards or job security materially improved. Indigenous subprofessionals are frequently employed.

(e) Strengthen CAA ties with units of local government by operating through these governmental bodies whenever feasible.

The opportunity, via the Green amendment, now exists.

(f) Require periodic evaluation of all major programs by both internal research organization and impartial consultants from outside the agency.

Though quality varies, OEO subjects its programs to continual evaluation.

OEO in-house research and evaluation capability has been strengthened though still weak on nonmetro analysis.

(g) Develop and communicate to the CAA's a clearer, more specific sense of the Community Action Program's purposes and the ways in which these purposes might be achieved.

This is a continuing aim of the OEO though it is made difficult by widely scattered field staff, experimental nature of many of the agency's programs, high rates of turnover among personnel, and periodic changes in programmatic thrust.

(h) Develop techniques and programs and employ personnel specifically trained and oriented toward working with the rural poor and the unique problems of rural poverty.

Limited action the most notable of which is the "STAP" program.

(i) Form a staff of rural specialists, knowledgeable in various subject areas relating to rural poverty, to serve in an advisory capacity to the Director of the Office of Economic Opportunity.

Limited action.

(j) Extend community organization and legal aid to all parts of rural America, particularly the rural South.

Legal aid assistance has been expanded. Community organization has not.

4. That an interagency coordinating committee composed of representatives of the Office of Economic Opportunity and the Department of Agriculture be established for the purpose of strengthening and clarifying the relationship between their respective rural antipoverty programs.

Such a committee was operational 2 or 3 years ago; has since been inactivated.

Domestic Affairs Council can serve a similar function.

5. That the duties and responsibilities of the Cooperative Extension Service within landgrant universities be broadened and strengthened to encompass a wide range of major social and economic problems, including those associated with rural and urban poverty, regional development, and urbanization; and that all disciplines that can be effectively employed in dealing with these problems be represented within the Extension Service.

If it is not feasible to achieve these purposes through a reorganization of the Cooperative Extension Service, the Commission recommends that the university assume direct responsibility for the immediate development and operation of a full universitywide extension program.

Limited success. Some universities now turning to a general extension mechanism to accomplish this purpose.

6. That State Cooperative Extension Services—

(a) Involve the State offices of the Office of Economic Opportunity in the planning of Extension poverty programs.

The Extension Service and the Office of Economic Opportunity come into contact at the State level in two ways: (1) Most State Extension Services involve the State OEO office in planning Extension work programs and (2) most State Rural Development Committees, the majority of which are chaired by the Extension Service, include the State OEO office among its membership.

(b) Require their local Extension committees to include representatives of the local CAA.

CAA clientele are members of many local Extension committees.

(c) Require their local and area offices to work with CAA's.

The ES–CAA working relationship at local and area levels has reportedly experienced great improvement over the past four years as the CAA's because less "anti-establishment" and the ES became better acquainted with the problems of the poor.

(d) Train their personnel adequately for the quite different demands of poverty work and the other aspects of a broadened role as recommended above.

There has been a great deal of ES training in this field, particularly as it relates to conduct of the Nutrition Aide program. Much of this training has taken the form of 1–2 day in-service training sessions held in the local areas.

(e) Restructure local Cooperative Extension Service programs on an area development district basis.

Some progress though considerable variation from one State to the next.

7. That the Federal Government finance training programs for employees of public and private agencies conducting community and regional development programs.

Scattered implementation; no large-scale programs.

8. That an interagency council composed of representatives of all State and Federal agencies operating programs within the area be established within each area development district.

Some district technical action panels (TAP's) invited other State and Federal agencies to participate but with limited success. Most have since been deactivated.

CONSERVATION AND DEVELOPMENT OF NATURAL RESOURCES

". . . Much of our rural poverty has its roots in the way the benefits of our natural resources have been distributed. The geographical location of water, land, mineral and other resources affected both settlement patterns and the location of growth centers. Early in settlement, the Appalachian and Ozark regions were sparsely populated. However, these and other areas of the country became overpopulated in relation to the natural resource base and available economic opportunities.

"Many of our schools and public facilities were paid for by taxes levied against natural resources. Where public income from these resources has been low, because of the limited resource base, the resulting small investment in schools and other public services has contributed to rural poverty. The highly unequal distribution in ownership of land resources in many areas of the South, stemming from the plantation system, has also contributed to rural poverty."

THE PEOPLE LEFT BEHIND.

CONSERVATION AND DEVELOPMENT OF NATURAL RESOURCES

1. That planning and administration of water resource development for municipal, industrial, and other uses be consistent with objectives of economic development within area development districts.

Perhaps some marginal success through actions of A–95 clearinghouses.

2. (a) That area development districts take leadership in planning of water and sewage systems for communities within their boundaries, and (b) that primary emphasis in use of loans and grants for developing these facilities be given to communities with substantial potential for growth.

Development districts have played a more important role in water and sewer planning though leadership responsibilities are still divided among several administrative bodies.

3. (a) That public service employment be expanded by employing the rural poor in developing our natural environment, especially outdoor recreational facilities in areas near the present and growing population centers; and (b) that the public agencies with responsibilities in improving our natural environment sponsor studies to develop guidelines for determining priorities for specific kinds of environmental improvements.

Very limited public service employment. Increased interest in environmental issues has lead to multitude of studies on environmental priorities.

4. That the resource conservation and development projects emphasize water supply, recreation, and improvements in the natural environment in accordance with plans for economic development of area development districts.

Largely unrealized. Coordination between natural resource development and economic development is improving but could be better.

5. That land development programs of the Bureau of Reclamation, the Soil Conservation Service, and other Federal agencies be discontinued, and that no more public money be invested in developing pri-

64/(65)

rately owned farmland until the nation needs more land for producing the desired output of food and fiber products. Exceptions should be made where land development offers the only feasible escape from poverty for Indians and other specific groups of rural poor people.

No action.

6. That the Department of Interior enforce the 160-acre limitation on ownership units in the current irrigation project areas by expediting the sale of "excess lands" in viable size farm units, where enforcement, as administratively interpreted, would not result in farms too small to sustain families above the poverty level.

No information.

ADJUSTMENTS IN AGRICULTURE, FORESTRY, FISHERIES AND MINING

"The people employed in agriculture, forestry, fisheries and mining supply the products and materials for our food, shelter, clothing and manufacturing industries. It seems ironic that those closest to the mainsprings of our economic development are those most adversely affected by it. They have borne the brunt of the forces of technological development. Often their increased productivity has been rewarded by lower incomes."

THE PEOPLE LEFT BEHIND.

ADJUSTMENTS IN AGRICULTURE, FORESTRY, FISHERIES, AND MINING

1. That commercial farm policy be oriented to the objective of supplying the food and fiber products the nation wants for domestic uses and for export at the least attainable public cost.

Commercial farm policy is a topic of continuing public interest and debate. Policy solutions that are at once effective, equitable, and inexpensive continue to evade policymakers.

2. That change in farm programs for adjusting supplies of food and fiber products be coordinated with other programs designed to assist people adversely affected by these changes.

Significant efforts of this nature are now being made to assess dimensions of human resource adjustments facing tobacco industry and to use this assessment to secure program support for the adjustments these people must make.

3. That the Department of Agriculture sponsor studies on sharing of farm program benefits between tenants (including sharecroppers) and landowners for the purpose of establishing guidelines, for incorporation into farm legislation, on how individuals under various tenure situations shall share in farm program benefits.

There has been some limited analysis of this nature, mostly in regard to the production of tobacco.

4. That the Secretary of Agriculture be given authority to fix limits each year on total farm program payments to individual producers which would be consistent with attaining annual supply objectives for individual farm products, and that he make these limits known to the public well in advance of the planting of the crops being supported.

Payment limitation enacted.

5. (a) That the opportunity for selling farmland at a fair market price to the Federal Government be provided low income owners who wish to retire or shift into nonfarm employment, and (b) that such land purchased be either diverted to public uses if submarginal for farming, or resold or leased to individuals for creating farms of viable sizes.

No action.

6. That public credit to low income farmers place primary emphasis upon adding sufficient assets to nonviable farms to make them viable, or to financing the purchase of viable farm units.

Upper limit on FHA farm ownership loans has recently been raised from $60,000 to $100,000. Farm operating loan limit remains at $35,000 though a pending legislative proposal (S. 1806) would increase this to $50,000.

7. That loans, grants, and other public assistance to those with private operations in the forestry and fishery industries be geared primarily to establishing and maintaining viable businesses, and to reducing the adverse income effects of seasonality of employment to people in these industries.

No information.

8. That the Federal Government institute needed reforms in depletion allowances and sponsor legal-economic studies of taxation of mineral resources for the purpose of developing guidelines for initiating needed reforms in taxation of these resources.

No information.

9. That States enact legislation, where necessary, to insure fair and equitable compensation by owners of mineral rights, to owners of surface rights to land, for any surface damages incurred in mining operations.

Some States such as Pennsylvania, West Virginia, and Kentucky have enacted laws that provide greater protection to owners of surface rights though compensation is more in terms of land restoration than pecuniary.

MORE EFFECTIVE GOVERNMENT FOR RURAL OPPORTUNITY

"The conclusion is inescapable that the severe poverty in rural America cannot be overcome without governmental assistance. Some of our governmental assistance, however, needs drastic overhauling if it is to attack rural poverty effectively. Much of it was designed to meet the needs of a time when rural and urban people were separate, distinct types, isolated from each other; when the population was less mobile; and when the pace of technological change and of transportation was slower. We can't expect this machinery to do today's job, even with new administrative procedures, or agreements among agencies to coordinate, or new organization charts. Some rebuilding will be required."

THE PEOPLE LEFT BEHIND.

MORE EFFECTIVE GOVERNMENT FOR RURAL OPPORTUNITY

1. That area development districts be established under State law and assistance; that they be so organized as to involve coordination and cooperation of local government and private interests in planning and action; and that they have professional staff assistance available to them.

Some progress. Several States have established districts through the enactment of States. Many are building professional staff capability.

2. That general-purpose government be used for the administration of public programs at the local level wherever possible.

Limited progress. Number of special districts continues to proliferate. Many units of general-purpose government are too small and too poorly staffed to be used for this purpose.

3. That local governments provide active and constructive assistance and administration in antipoverty programs and that they adequately involve the poor in the planning and administration of these programs.

Very limited progress. Most local governments have passed-up opportunities to play a larger role in anti-poverty programs. Though Model Cities has given the poor a larger voice in the planning and administration of programs, most communities have not had the benefit of this approach.

4. That State governments conduct comprehensive planning programs to serve as guides for the coordinated administration of State and Federal services, and for interrelated rural-urban areas.

Some improvement in the planning capability of States. In the course of reorganization, many States are establishing departments of planning and/or community affairs with major leadership responsibilities for establishing priorities and guiding the implementation of State programs.

5. That the States set the boundaries of area development districts and provide any enabling legislation needed for their creation; that

districts be used as administrative areas by State agencies; and that Federal agencies conduct their programs to the greatest extent possible so as to assist district program objectives.

Considerable progress as States that had not already established administrative districts respond to the guidelines established by OMB Circular A–95.

6. That the States provide planning assistance grants to area development districts and communities.

States are providing comparatively little planning assistance funding to localities though it is increasing.

7. That the States provide strong programs of technical assistance in community and area development district planning and development and in antipoverty work.

Limited progress.

8. That no Federal department be specialized as to rural or urban services; and that each department administer a distinct, functional group of economic or social programs.

No significant changes though the Administration's reorganization proposals seek to embody this concept.

9. That Federal funds be earmarked by the Administration in budget submissions and by Congress in appropriations in sufficient amounts to provide rural people with services at national standards.

No action.

10. That assistance to State and local government comprehensive planning programs be expanded to include area development districts and that responsibility for this type of assistance be consolidated in the Executive Office of the President under one basic authorization.

Comprehensive planning assistance has been made available to development districts though the administration of the assistance continues to move through several different administrative mechanisms. Consolidation has been under consideration.

11. That adequate funds be earmarked, by the Administration in budget submissions and by Congress in appropriations, throughout the Federal Government for expenditure in locally initiated, community-based antipoverty work on approval of the Office of Economic Opportunity; that the administration and innovation functions for the anti-

poverty efforts, specifically including the Community Action Program, have adequate funding and remain in the Executive Office; and that, for the time being, OEO continue to operate those programs it now has underway. The Commission recognizes, however, that OEO programs which have demonstrated their merit will need a permanent home to assure their continuation and maximum impact, and in due time they should be incorporated in the regular fabric of government by transfer of their operations to appropriate departments when OEO decides it is advisable, subject to continuing coordination by OEO through use of its control over funds earmarked for these programs.

In some measure, this has been accomplished. The OEO has continued to serve as the focus of anti-poverty work though several programs have been spun-off to other agencies. The community organization efforts have continued, though perhaps at a slower pace and with less fervor. Increased attention has been given to program innovation and development.

12. That a staff and council for intergovernmental relations and reorganization action be created within the Executive Office of the President.

The Ash Commission was created for this purpose. Its final report served as basis for Administration's reorganization proposals.

The Advisory Commission on Intergovernmental Relations has a continuing responsibility for the former functions.

13. That there be established a consistent set of regions for Federal Agency field operations; that headquarters for the regional director of every agency be in the same city; that decision-making authority on individual Federal projects be decentralized to the field offices insofar as practicable, and that devices for interagency coordination be established at the regional level.

Significant progress. Ten standard administrative regions with contiguous boundaries and common headquarters cities have been established and are being used by HEW, HUD, DOL, OEO, and SBA. Each region has established a regional council, made up of the regional directors of the five agencies.

Though the share is increasing, less than 10 percent of all grant approvals have been delegated to the field.

14. That the present system of categorical grants-in-aid and loans be reorganized by consolidating similar categories and standardizing eligibility and planning requirements.

Administration's special revenue sharing and reorganization proposals are designed to accomplish this.

15. That the Federal Government administer applicable programs, especially grant-in-aid programs, through the States subject to their sharing the costs, adequate administration, and their prior agreement to regulations enforcing basic national policy and standards of administration. Where the States will not accept the responsibility and discharge it properly, the Federal Government should bypass them and administer directly, until such time as the States meet the conditions.

Some progress. The Omnibus Crime Act moves in this direction, though 1970 amendments reduce State autonomy over the original measure.

16. That Federal agencies give States and area development districts notice of Federal aid applications and proposed direct Federal operations and solicit comments from the appropriate States through the Governors and from the area development districts through their executives.

This is in the process of being accomplished for the 106 programs covered by the revised OMB Circular A–95.

17. That upon request by Indian tribes, Federal agencies should delegate to the tribes the authority, responsibility, and appropriate funds to carry out such specific functions as education and road construction and maintenance. Furthermore, the Federal Government should disavow termination as a unilateral action and should share with the tribes the determination of changes in the organizational structure and the location within the Government of the Bureau of Indian Affairs.

In his message to the Congress on Indian Affairs, the President called for the Congress to repeal the termination policy as expressed in House Concurrent Resolution 108 of the 83rd Congress. In addition, the Administration proposed legislation which "would empower a tribe or a group of tribes or any other Indian community to take over the control or operation of Federally-funded and administered programs in the Department of the Interior and the Department of HEW whenever the tribal council or comparable community governing group voted to do so."

18. That the local, State, and Federal governments study and determine the means by which they can cooperate and assist in carrying out the policies recommended by this Commission.

At the Federal level, an interdepartmental Task Force examined the Commission's recommendations and submitted comments to the White House. No information concerning activity at State and local levels though the Commission's report has been widely circulated and is frequently cited in published works on the subject of rural poverty.